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Advisory Council on
the Status of Women

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NOVA SCOTIA ADVISORY COUNCIL ON THE STATUS OF WOMEN

The Nova Scotia Advisory Council on the Status of Women was established in 1977 in response to recommendations of a Task Force appointed during International Women's Year (1975). The Council was established to monitor women's issues and to act as an advisory body to the provincial government. Specifically, it is legislated to:

- advise the Minister upon such matters relating to the status of women as are referred to the Council for consideration by the Minister responsible for the administration of the Status of Women Act;
- bring to the attention of the Minister matters of interest and concern to women.

In carrying out its duties, the Council may:

- receive and hear petitions and suggestions concerning the status of women;
- undertake and recommend research on matters relevant to the status of women;
- recommend and participate in programs concerning the status of women;
- propose legislation, policies, and practices to promote equality of opportunity and status;
- publish reports, studies and recommendation.

TABLE OF CONTENTS

Opening Remarks
Debi Forsyth-Smith, President
Nova Scotia Advisory Council on the Status of Women 1

"Equal Pay for Work of Equal Value: Or
a Pound is a Pound is a Pound"
Amanda LeRougetel 4

"Different Systems of Pay Equity - Job Evaluation"
Gwen Wolfe, President,
Nova Scotia Federation of Labour 17

"The Public Sector"
Gail Cann, Second Vice-President,
Nova Scotia Government Employees Union..... 28

"The Private Sector"
James Blewett, Senior Principal & Manager, Atlantic
Provinces, Hay Management Consultants Ltd..... 38

Selected Bibliography 48

OPENING REMARKS
DEBI FORSYTH-SMITH

Good evening, everyone, and welcome to this, the first of a series of lectures and discussions on the issue of pay equity in Nova Scotia. We are delighted that you could join us and hope that you will be able to continue with us throughout the series.

We would like to thank Halifax Continuing Education for co-sponsoring this event with the Advisory Council, particularly Helen Cianfaglione who developed the initial idea and arranged for the location.

As you probably know, the discussions will be held each Monday until February 22 between 7 and 9 p.m. Child care is available on site, so if you know of somebody who wasn't able to come because of a child care problem, please let them know that the service is available free of charge for the next four weeks.

We are going to address a specific topic with each of our guest speakers. On Monday, February 22, which is the last seminar in the series, we plan to divide up into discussion groups to formulate some specific recommendations for pay equity in this province.

Our provincial government announced today that it intends to introduce pay equity legislation in the 1988 session of the Legislature. Of course, we are extremely pleased to hear this news. However, the announcement doesn't alter the fact that pay equity is still an important topic for conversation and further recommendation. We are particularly pleased because the government has agreed to introduce pay equity within its own civil

service, and eventually into the wider public sector including crown corporations, universities, hospitals, school boards, etc. The final stage will introduce pay equity into the private sector and is expected to commence in 1992. With legislation for pay equity pending, specific recommendations about what we would like to see in Nova Scotia can still be addressed, so we hope that this will be a useful exercise for us to go through over the next four weeks.

I would like to give you a bit of background about why the Advisory Council has identified pay equity as a priority issue. We feel that pay equity is an issue that touches the majority of women in Nova Scotia and certainly all women in the paid work force, about 65 percent of all women in this province.

There are a number of economic realities for all of us in 1988. The majority of women who are participating in the work force are doing so as a matter of survival, not because of some indiscriminate whim. Women represent about 75 percent of those workers earning minimum wage. Women also represent the majority of those Canadians and Nova Scotians who are living on or below the poverty line. Nova Scotia has the largest wage gap between the earnings of women and men in the country. In our province, women earn approximately sixty cents for every dollar earned by men. In 1984 a man with an eighth grade education earned an average salary of $18,893. In the same year, a woman with a post-secondary certificate or college diploma earned $17,487. That's a $2,500 difference.

Some people consider the wage gap to be acceptable because they believe that the average woman is only contributing a secondary salary to her family's total income. But the facts tell us that this just isn't so; three out of four women today opt never to marry, or will some day become separated, widowed, or divorced. The facts also tell us that 61 percent of all Canadian families

would operate below the poverty line were it not for the addition of a second pay cheque. There are still people who feel that pay equity legislation is totally unnecessary. But the Advisory Council disagrees with that point of view and so do the majority of people in this province who support, in principle, pay equity legislation.

Debi Forsyth-Smith is President of the Nova Scotia Advisory Council on the Status of Women.

EQUAL PAY FOR WORK OF EQUAL VALUE
(OR A POUND IS A POUND IS A POUND)

AMANDA LEROUGETEL

What I hope to do this evening is help you to understand what the concept of equal pay for work of equal value is. I hasten to say that I am by no means an expert on it.

Equal pay for work of equal value is a concept which enables a comparison to be made between two different jobs (usually one being done by a man and the other by a woman) being done in the same establishment. This comparison permits us to determine the a value of that work to the employer. This value is established by assigning points to four categories of evaluation: skill, effort, responsibility and working conditions. If or when equal pay for work of equal value is legislated, we will begin to see wages being assigned on the basis of the work being performed regardless of who is doing the work. We will begin to see jobs being evaluated for the work being done rather than for who is doing the work.

Equal pay for work of equal value counters systemic discrimination in the work place. This is discrimination that is inherent to the work place -- discrimination which is built into the system. Not haphazard but consistent discrimination. Equal pay for work of equal value would eliminate sex discrimination from the wage setting process and would thereby increase the wages of those women working in female job ghettos. Why? Because equal pay for work of equal value forces us to look differently at the kind of work which we traditionally dismiss as being not valuable and therefore dispensable.

Equal pay for work of equal value as a concept enables us to look at the work of a cashier and the work of a stock clerk, the work of a receptionist and the work of a shipper/receiver, and compare them against each other.

It should be noted that only about 15 to 20 percent of the wage gap would be addressed with legislated equal pay for work of equal value. It is this 15 to 20 percent of the wage gap that is due to sex discrimination. The remainder of the wage gap would remain because it is due to such things as the different educational streams girls and boys are channeled into, the different socialization processes experienced by women and men, and by the fact that women still tend to be the ones to take time off to raise children thereby losing their seniority.

I have come up with an analogy that I think makes very clear what equal pay for work of equal value is all about. And it goes back to my childhood when we teased each other with the question, Which weighs more, a pound of feathers or a pound of gold? Well, the immediate knee-jerk reaction is that, of course, the gold weighs more because gold is heavier than feathers. But once we think about the circumstances a bit, we realize that a pound of feathers weighs the same as a pound of gold, because a pound is a pound is a pound. No matter what the contents, if the weight is the same, the two substances weigh the same no matter how different they look or feel.

And so it is with equal pay for work of equal value: while the jobs being compared may well look very different and the job descriptions may not share a single word in common, the value of the two jobs may well be determined to be the same or very close to the same.

So to recap: equal pay for work of equal value permits us to compare two different jobs being done in the same establishment,

and compare their value to the employer.

I consider equal pay for work of equal value to have developed as a concept in three stages, the very first of which was called "equal pay for equal work" -- a simple enough concept and not one against which you will find too many people willing to argue. If a man and a woman are doing the same job, then they should each be paid the same wage. Basic enough and easy to grasp. The flaw with this concept, however, is that it doesn't address the problem.

Statistics from 1984 published by the Canadian Advisory Council on the Status of Women indicate that, of the over five million Canadian women in the paid labour force, about 60 percent are in the clerical, sales or service sectors. That means that 60 percent of women in Canada earn their living by being secretaries, sales personnel, waitresses, nurse's aides and so on. When women go out to work, we tend not to get the same kinds of jobs that men get when they go job hunting. You may have noticed from my description that when women go out of the home to seek work, we often end up doing the same type of work that we do in the home--and get lousy wages for this work! We get paid poorly for looking after people's needs, for catering to their wants and serving their desires.

Statistics, also from 1984, show that only eight percent of employed women are in managerial or administrative positions; that means that less than ten percent of women are in jobs where we wield any kind of recognizable power or are making decisions of any corporate importance.

Women's work is what women get paid to do, and we probably all know from first hand experience just how undervalued and underpaid that kind of work is. Low wages, no job security and little

respect describe the obstacles that the vast majority of women must still face in today's work force.

Further, there is a trend toward hiring more and more people on contract or on a part-time basis. With this move come fewer hours, lower wages, usually no benefits and little job security. Statistics tabulated in 1984 indicate that 40 percent of employed women work part-time compared to only 18 percent of men. So these statistics indicate clearly just why the notion of equal pay for equal work doesn't address the needs of Canadian women. We simply do not do the same kind of jobs that men do.

The second stage of the conceptual development towards equal pay for work of equal value refers to "equal pay for similar or substantially similar work." Now, this begins to incorporate the understanding that men and women tend to do different kinds of work, but it is restrictive in its scope. Going back to the analogy that I drew earlier, equal pay for similar or substantially similar work would let us compare a pound of goose feathers with a pound of duck feathers, or a pound of white gold with a pound of yellow gold, but its scope is not sufficient to let us compare the feathers with the gold. And according to the statistics that I mentioned, we need to be able to compare gold with feathers! Equal pay for similar or substantially similar work keeps us too close to comparing the tasks involved; it doesn't let us move beyond them to look at the value of those tasks.

And so we come to equal pay for work of equal value which allows us to look at different jobs that are being done in the same establishment and compare the values of those jobs to the employer. Many people seem to think that the concept of equal pay for work of equal value is a radical kind of notion thought up by some bothersome feminists to undermine the state of the nation.

In fact, the concept has been around since at least 1951 and is already written into federal legislation.

The International Labour Organization introduced the principle of equal pay for work of equal value at the Rome Convention in 1951. Canada signed the Rome Convention in 1972 and the concept was enshrined in the Canadian Human Rights Act (which is administered by the Canadian Human Rights Commission) in 1978. Equal pay for work of equal value has been discussed for over 35 years and has existed within federal law for almost ten years. Why then are we still fighting for it?

Well, the Canadian Human Rights Act covers only about ten percent of the work force because it only protects those workers employed under federal jurisdictions, i.e. those employed by the federal government, by crown corporations and other federally regulated businesses, like banks for instance.

Beyond the fact that it covers only ten percent of the work force, equal pay for work of equal value has been written into the Human Rights Act as a complaint-based system. This means that it is up to the individual employee to lodge a complaint against the employer about inequitable wages. It is clear, I think, that this is an intimidating process. The employer is encouraged to comply with the regulations but is not obliged to do so. So, Canadian federal law encourages equal pay for work of equal value, but it is not laid out in such a way as to actually benefit very many people.

I have developed a case study to illustrate how equal pay for work of equal value can be implemented. It involves two people who work for the Speedy Shipping Company in the Burnside Industrial Park. Emma Fastfingers is the receptionist/secretary, and Maximillian Muscles is the shipper/receiver. Emma performs the typical kind of receptionist duties: she answers the phones, she

types, she takes shorthand, she files, she does some low-key public relations work because she is the first person people meet when they come into the office. She occasionally is asked to stay late and do paperwork or take shorthand for the boss.

Maximillian works out in the warehouse part of the operation. He is responsible for receiving stock, organizing it, labelling it appropriately, ensuring that orders get shipped out properly and generally maintaining the warehouse in a state of order.

Emma works at the front desk by herself; she reports directly to the boss, has to look good, and dress nicely. She is the only one who answers the phone - if she needs to go to the washroom she has to try and dash between phone calls - and when she is sick the boss has to take over. He also has to make the coffee then! To get her job, Emma had to prove that she had shorthand dictation and typing skills.

Maximillian, on the other hand, is one of three shipper/receivers working in the warehouse; he is part of a team. He has to wear heavy duty work clothes and steel-toed boots. He has to deal with the merchandise as it arrives and is shipped out; some of it is heavy but there are forklifts to help with the work. Max had to prove he had a Class 3 driver's license to qualify for the job.

Emma gets paid $4.20 an hour; Maximillian gets paid $7.50 an hour.

Then one day, equal pay for work of equal value is legislated, and the boss has to evaluate these two employees' work. How is he going to do this? Well, he will use the four criteria of: skill, responsibility (or the consequences of a mistake made), effort, and working conditions, and assign a point value to each of the categories according to how the receptionist position and the shipper/receiver position measure up in the category. Thus the

boss will come up with a total that will indicate the value that each job has to him as the employer.

Now in real life, it is this stage of the process that will often take the longest: the choosing of the evaluation process itself. Various personnel management or human resources firms have developed different evaluation systems all of which work slightly differently, emphasize different aspects and use different point systems. It would be up to the individual company involved in doing the evaluation to select the system it wanted to use in evaluating its employees. If there were a union involved, then this would be negotiated between management and the union. However, the four criteria would remain the same. I will describe the scope of each of them by referring to the guidelines established by the Canadian Human Rights Commission in its guide to equal pay for work of equal value.

Skill: includes any type of intellectual or physical skill required in the performance of the work concerned that has been acquired by the employee through experience, training, education or natural ability, and the nature and extent of such skills of employees employed in the same establishment shall be compared without taking into consideration the means by which such skills were acquired by the employee.

Effort: any intellectual or physical effort normally required in the performance of the work, and such effort may be found to be of equal value whether such efforts are exerted by the same or by different means.

Responsibility: this is assessed by determining the extent to which an employer relies on an employee to perform the work. It takes into account two elements: 1) the importance of the employee's duties, and 2) the degree of the employee's accountability for machines, finances and other resources, or the

supervision of others.

Working Conditions: these include noise, heat, cold, isolation, physical danger, conditions hazardous to health, mental stress and any other conditions produced by the physical or psychological work environment.

In the case of the Speedy Shipping Company, the skill involved in the two positions would be compared, and it can be either intellectual or physical skills that can be compared. We could compare Emma's shorthand and typing skills with Max's skill at handling the merchandise both by himself and with the forklift--trained skill versus physical labour.

The effort involved could include Emma's fortitude in sitting at the desk all day long and working at the word processor compared with Max's exertion keeping the warehouse in order. Effort expended can be done by different means.

When looking at the responsibility factor we would bear in mind the fact that Emma works by herself to run the front office, while Max is one of three. How much does the boss rely on the individual to do the task at hand? Working conditions would incorporate the fact that Max has to work in the drafty warehouse all day long and cope with the snow and rain on the loading dock compared with Emma working in the front office that has air conditioning in the summer but pretty poor lighting all year long.

Obviously, this is a very simplistic analysis of the two positions, and in real life comparisons, this process would be a lot more complex and take a lot of negotiating and renegotiating.

When doing Emma's and Max's comparison the boss was using a five point evaluation system and assigned points to each of the four categories accordingly. The result was as follows:

Category	Receptionist	Shipper/Receiver
Skill	4	2
Effort	3	5
Responsibility	5	4
Working conditions	3	4
	15/20	15/20

And so, based on this evaluation it seems clear that even though the two jobs are quite different, their value to the employer works out to be identical. Based on this, their wages must be more similar than they are currently. Max's pay would remain the same while Emma's would be raised to more accurately reflect the value her position. Equal pay for work of equal value legislation makes it very clear that wages cannot be lowered to become equal; they can only be raised. An important point!

The concept of equal pay for work of equal value enables us to look at the work being done and to assign a value to that work without getting trapped in assigning value based on who is doing the work. Too often still, we look at a job as being "woman's work" thereby suggesting that it is unimportant, unskilled and the worker easily replaced. To move beyond this clearly superficial and sexist perspective, we need to look into the overall scheme of the work place. After all, how much merchandise can a store owner sell without good clerks on the floor? How much business can a restaurant owner do without good waitresses? How many deals can a sales director make without the paper work being taken care of efficiently?

If we can understand the concept of equal pay for work of equal value, then I think we can begin to understand the complexity of the work world and the vital part that each and every worker plays in making that work world efficient and productive.

There are a number of points that I'd like to make. One of the most often noted arguments against equal pay for work of equal value is that, of course, you can't compare apples and oranges. I think that's clearly false; while apples and oranges look very different from the outside, if we break them down into their nutritional components, if we look at the vitamin content of both apples and oranges, if we look at the shape of their seeds and the number of seeds that they have inside them for instance, we can indeed begin to compare apples and oranges. It's a matter of breaking apples and oranges, or the two different jobs, into their component parts and then assigning values to those component parts. So I don't have any problem refuting the argument that we can't compare apples with oranges because we can. I think the concept of equal pay for work of equal value is essential. I think it's probably one of the cornerstones of work that we need to do in this province. It's essential because it addresses economic equality and independence for women, and beyond that I think what it does as an issue is enable us to talk about the work that we do, the kind of work that we do, and the kind of value that work has to us.

One of the most explosive things that any of us could do at our work place is talk about our wages. All too often I think the employer relies on that taboo with which, I think, we're all raised. That we not talk about what we make, that we not compare the salaries that we get, that we simply accept the fact that we do work, and that we get paid for it, and that indeed we should be grateful. I think in a province like Nova Scotia where employment, decent employment, is all too often rare, those conditions serve to keep us silent. We do not talk about those things that could well serve to change the situation for us.

Another thing that I think should be noted and should be stated quite above board is that the implementation of equal pay for work of equal value will cost money. That money will have to come

from somewhere. If we get legislation in this province that enforces equal pay for work of equal value in the public sector, with government workers first, it's clear that somewhere within the government's budget money will have to be found to increase wages. We cannot argue that that's not the case, because it is. It will cost money.

I hope that in this brief presentation I've made more clear to you what the concept of equal pay for work of equal value is. There are other speakers coming up in the series who will talk a lot more about how it can be legislated and the intricacies of the legislation that will be introduced. I hope that from my presentation and the discussion we will have that you understand what the concept is. It is not a matter of comparing the job that a waitress does with that of a brain surgeon, or that of a truck driver with a hockey player. It's very clearly laid out that the two jobs being compared must be within the same establishment, and the value we're talking about must be the value to the employer.

I use the term "equal pay for work of equal value" rather than "pay equity". I don't know if it's a personal quirk of mine or whether there's really more to it than that, but it seems to me that what is really essential about the concept of equal pay for work of equal value is the notion of value. When we reduce equal pay for work of equal value to those two much more easy-to-say words "pay equity", I think what we do away with is the concept of value. I know it's more difficult to say, but I think we're talking about something a little different when we say pay equity than when we say equal pay for work of equal value. It seems to me that when we first began to talk about equal pay for work of equal value, that was the name of the concept. As governments have begun to enact legislation on it, we have come to understand it as being pay equity.

In my presentation, I've talked about "women's job ghettos." When we use that term, we often think of the women who are in that ghetto and the jobs being performed by women in that ghetto as being unskilled, as being rightfully relegated to some deep dark corner somewhere. The reality is, it's not a job ghetto, it's a pay ghetto. The reason that it is a ghetto is because the wages that women get doing secretarial work, clerical work are lousy. They are not in that ghetto because the work they do is unimportant. The work that women do as secretaries and nurse's aides is absolutely vital; it's the pay that relegates them to the ghetto status, not the skills involved in doing the work. That's a point that I think is worth making.

Finally, I think one of the problems with equal pay for work of equal value as a concept is that what we do with equal pay for work of equal value is compare two jobs that are being done within the same establishment by workers in that establishment. If, for instance, you are a child care or day care worker, and there is no other group of workers, i.e. male workers, with whom your job can be compared, what can you do even when equal pay for work of equal value has been legislated? I don't think that you can do anything; I could be wrong in that, but if there isn't a second job there with which to compare yours, you can't move forward with equal pay for work of equal value. So there is a flaw, or limiting factor, in the concept and in the way that equal pay for work of equal value is applied. It clearly isn't the answer to all our problems, but it is an important component of a major push forward.

I would like to close with a quote from Judge Rosalee Abella who wrote the Employment Equity Report. She says, "To argue with some ... that we cannot afford the cost of equal pay is to imply that women somehow have a duty to be paid less until other financial priorities are accommodated." I, as a woman who will be out in the work force soon, am not prepared to wait.

Amanda LeRougetel has been actively involved in women's issues for over ten years. Before moving to Nova Scotia in 1986, she worked with the Alberta Status of Women Committee for four years where she studied the issue of pay equity extensively. Ms. LeRougetel is a recent graduate of the University of King's College School of Journalism.

DIFFERENT SYSTEMS OF PAY EQUITY/JOB EVALUATION

GWEN WOLFE

Let me begin by saying that I am very pleased to be invited to participate in this Pay Equity series, and I'm even more pleased that we will be getting pay equity legislation in Nova Scotia.

Job evaluation is not a barn burner of a subject even though it is extremely important in the whole pay equity matter. Before we start talking about job evaluation plans, there are a couple of things that we should remember about work places in general. Every work place has some system whereby jobs are rated; the system may be formal or informal. But the fact is that every job site has some type of system in place. So when people start talking about job evaluation, they shouldn't be really terrified or scared or nervous or upset about it.

The other thing to remember is that if you eventually do hire a consultant in this matter, the consultant is there at your request, not necessarily to sell a particular plan to you, but to create a plan that will deal with matters in your particular work site. The consultant will go home, but you as an employer or employee are going to be left to deal with the results of the plan. It's important to remember that when you do adopt a plan, the plan is yours and you must keep control of it.

One of the advantages of talking about this subject is the fact that a number of major organizations in this country, major unions in particular, have already done a lot of work around the whole question of job evaluation and gender neutrality. So basically what I'm going to do tonight is go through some material from the Ontario Public Service Employees Union and CUPE.

As women have moved into particular job classes over a period of time, the wages of those job classes have dropped. Their status has dropped relative to other types of work. And remember that in dealing with this, you're trying to correct the bias in female job classifications. So you have to have a method that's gender bias neutral and that uses the four basic criteria: skill, effort, responsibility, and working conditions.

Skill refers to the general information, or any type of specialized training, or any type of practical experience that a person has acquired on the job. Effort includes mental and physical effort. In the past, there has been a tendency not to recognize the mental effort required in a number of jobs, and that has certainly led to some of the biases that have appeared in the wage system. Responsibility is the responsibility that you have, or how important what you do is to the employer. And working conditions generally refer to any type of disagreeable condition that you may be dealing with on the job.

There are many types of job evaluation, but they all have some basic components to them. The first one is a really careful description of each job in the unit. You can do that in a number of ways: you can do it by walking around and watching what the employee does, you can do it by interviewing the employee, or you can do it by questionnaires. After that's been done, the job is evaluated according to the values of the organization and then the wage rate is assigned. That's the general methodology that's common to all systems. When you start getting into the different systems, you see that they proceed in slightly different ways.

The first one is called ranking and is generally used in smaller work places. Those people who are in clerical groups may remember the term "rug ranking" -- whereby the salary of the secretary depended on the thickness of the carpet in the boss's office. Ranking is usually used in small operations where it seems to be

fairly simple to say, this job is worth this, that job is worth that. Wages tend to reflect the market value of the job.

Then we move into a system which is loosely called classification. Classification is usually implemented in large organizations where jobs are assigned into networks of grouping or grades. A classification system usually has what are called class standards for the jobs, and sometimes there are jobs that don't fit any of the class standards. Then they start introducing what they call bench marks in order to give the system some basis in reality. These systems tend to be inconsistent and are very difficult to maintain and tend to become outdated fairly quickly.

The next type is what we call factor comparison in which a set of factors is devised to evaluate the jobs. Depending on the size of the organization, a set of bench marks are picked. For example, let's examine the hospital technical bargaining unit within the public sector in this province for direct government employees. One of the bench mark positions for this group is medical technology because it has the largest number of the largest single group of people working in the bargaining unit and because their work is fairly representative of a whole range of other types of jobs in other related fields within a bargaining unit. Then you run it through the factor comparison, you take the other jobs and fit them in, relative to the bench mark. These systems tend to be quite subjective. They reflect market rates, and there is a tendency for inconsistency to creep into the evaluation of the job.

Then we go to the point method. In this you pick up your factors, and then divide the scale of points. As you can see, all of this is devised by the people involved, so obviously there are a great many places in this for subjectivity to creep in. Which is why it is extremely difficult to define gender neutral job evaluation. Some people consider it useful to talk about bench marks and bench

mark jobs. Generally, unions do not recommend the use of bench marks when talking about pay equity, because the bench mark position and the use of bench marks have in the past allowed gender-based inequities to creep in. Bench marks are frequently the method of building the market rate into the evaluation system, and in fact, we generally don't recommend that because that is exactly what we're trying to eliminate to achieve pay equity. We realize that there are inequities, and we want to deal with them.

However, if you're going to use bench marks, there's not much point in comparing bench marks from woman to woman. Right now if you compare two sets of female-dominated jobs, you haven't really dealt with the question. Sometimes people want to do that when they are doing the classification process for pay equity. When the classification system is extremely complex, bench marks can be used as a check. Larger organizations and the public sector may wish to use bench marks when dealing with this matter. But for most operations, you may not want to get into that because the bench marks create a shell and then the wages have to fit in to that. It takes the flexibility out of the system. You have to show, if you're going to use bench marks, how these are key jobs, how the plan's going to be. If you picked your key jobs before you say this is the plan you're going to take, you have to look at how those key jobs are going to be affected, because while it may seem all right on paper, you have to actually go through the process with these key jobs, talking to the workers right from square one and actually see if, in fact, you have dealt with the gender bias in job evaluation.

Historically, it is widely believed that job evaluation has tended to hold down the rates for women's jobs. Simply because those are the kinds of plans that employers have wanted, and those are the kinds of plans that consultants have produced for them. So if you're going to be using consultants, and I suppose a number of people will, you have to remember that the plan is yours and you

have to remember what the objective is and that's what you have to go for.

There are basically two ways to look at job evaluation. You can buy what is generally referred to as an "off-the-shelf" system. There are a number of consultants who have created job evaluation systems which they say will eliminate the gender bias. They may or may not, but the point is you are the only one who can determine whether or not the gender bias has actually been taken out. The second way is to negotiate what is known as the custom designed plan and go through it step by step. It doesn't matter which plan you use, you have to have tests and pilots.

The first step in doing any kind of evaluation is describing and analyzing the jobs. When the classification review took place in the public sector in this province, an open-ended questionnaire was used which asked people to put down what they actually did in their jobs and what they felt the problems were. During this process if someone included something that didn't fit with the pre-existing job description, they were told that they couldn't put it down. This was a little bit self-defeating especially when the objective was to determine a <u>real</u> classification of the job. This is certainly self-defeating if the object is to deal with pay equity questions because so much of what women do in their jobs is not defined in the description in a proper way. Clearly what tends to happen is that the employer will want to limit how many jobs are actually going to be examined. From the point of view of the employee, the sample should be as broad as possible and as representative as possible of all the female job categories.

The other thing is that this questionnaire was quite open ended. You have to put a questionnaire together that provides you with usable information. We just finished putting together a questionnaire on another subject, and we had three models in front of us. While the one that gave the most interesting answers was

the open-ended one, it was the hardest one to analyze. If possible, build open-endedness into a question, but allow it to be answered in a specific way so that you have usable information.

Further, the questions should be formulated in such a way that they apply to everyone. For example, record-keeping for a physiotherapist and record-keeping for someone in an office environment are considerably different functions, yet they are both a major part of the job that each person does. When people write questionnaires, they have to remember that the person who is going to be answering the questions is not coming from the same point. You have to remember also that you're going to be dealing with people who have a wide range of educational levels, and it is important to ensure that everyone gets a fair and reasonable response to the questionnaire. During this process, joint sessions with labour and management are certainly recommended, simply because management sometimes forgets that it's not their job to fill out the questionnaires or to tell an employee what can or can't go on the questionnaire.

Generally speaking, women undervalue what they do and men overvalue what they do. Women also tend to use words that are less assertive when they describe what they do. For example, they assist rather than do, they help rather than consult, and they supervise rather than manage.

During a course which I recently attended in Ottawa, we were presented with two written job descriptions. The one that had the "assisted," "helped," "supervised" types of words in it was judged by everyone to be a clerical function at $20,000, and the other was considered to be a regional manager at $50,000 when, in fact, they were just alternate descriptions of the same job. This example clearly pointed out the importance of the words used to describe jobs.

It is important to interview employees while they are completing the questionnaire. You can try to negotiate to have this done on work time. It is important to remember that a lot of what women do is not considered during job evaluation because the work is assumed to be the same work that women have always done. For example, zoo keepers get paid reasonably well and certainly deserve the money. They care for baby animals, and they get full credit for that. Yet, child care workers are very rarely recognized for the special skills that they bring to their jobs because women are "natural mothers". Women may or may not be natural mothers, but that shouldn't prevent child care workers from being recognized for the skills that they bring to a very important job.

Terms such as "pleasant" and "courteous" cover a wide range of things when talking about women. The receptionist is pleasant and courteous. That probably means that she has to deal with at least eight people who are calm, five people who are upset because they didn't get something from the company, and a whole itinerary of other things. Yet those individual actions are just considered to be part of "pleasant and courteous". They are often <u>not</u> counted in when an evaluation is done. So you have to think of those things when you talk about how people describe their jobs. Communication skills are frequently not even mentioned; people don't even think of putting those things down, but they are certainly a major part of most women's jobs. Then there's the old question of "macho dirt" vs "women's dirt". For example, nurses are considered to have "clean work", yet if you think about what a nurse does: consider the stomach pumps, the needles, and I.V's and catheters, and dressings, and infected wounds. Just think about that; it certainly doesn't qualify in my mind as clean work. And yet, it's not recognized as a problem. So you have to make sure that questionnaires actually say what people do.

One of the other things that is happening in job evaluation in general is that hard work has become synonymous in people's minds with manual labour and physical strength and moving boxes, etc. At the same time, activities like lifting patients and carrying children upstairs, etc. that women do on a day-to-day basis in various types of jobs aren't considered to be hard work.

A new issue that has been raised is the whole question of people working in the computer field, i.e. data entry operators and typists who sit for long periods of time. I always find it extremely difficult and extremely stressful to be in the kind of job that requires me to stay in one place for extended periods of time. These things are frequently forgotten about when you actually start doing your questionnaires.

It is interesting to note that women tend to think that men can do more than one thing at one time. Women often do not realize that they are probably doing the same thing. They are probably answering the phone, typing a letter, looking in the files; they're probably doing eight things at once. During an arbitration case in Ontario an employer's lawyer questioned a woman as follows: "You did this and that took how long? And you did this and that took how long? And you did this..." He concluded by saying that she must be lying because there weren't that many hours in the day. The assumption was that she was doing these things in sequence instead of simultaneously. There has been very little recognition of this type of work as part of women's jobs.

When evaluating a job, it is important to consider the working conditions. It has only recently been recognized that working conditions in many women's job ghettos can be pretty awful. In traditional "women's jobs" such as social workers, caseload is a major part of "working conditions". Disagreeable conditions, because they've always been there and because nobody's ever

complained, have become institutionalized and just proceed as part of the job and therefore have not received any real weight or any real recognition when it comes to wage settlements. So that's one of the things that you have to think about. Shift work would be an excellent example of that. All aspects of the work should be included in the questionnaire so that women's work doesn't remain hidden. It has to form part of the factors. The factors are those things that bring out the aspects of the work and are actually used to set value to them. In other words, you've got this questionnaire, you've got all this marvelous information, but if you haven't ensured that the factors that you are going to deal with are gender-neutral, then you haven't accomplished your goal. In fact, all this information isn't really worth anything. You've just got your basic information.

Now we're going to talk about the gender bias factors and the four large factors which can be broken down into any number of factors. The Canadian Union of Public Employees (CUPE) have produced a general gender-neutral job description. In their description, they have divided skill into knowledge, experience and judgement. Effort has been divided into mental and physical effort. Responsibility is divided into dexterity, accountability, safety of others, supervision of others, and contact with other people. Working conditions means basically disagreeable conditions.

If, for example, your questionnaire has data on the effect of sustained concentration and rapid finger movement for data entry work, but the factors refer to strength and manual labour, you haven't really accomplished anything. You have to put the factors in relation to the work that is actually done. Once you get the factors defined then they're weighted depending on their relative importance or value. The effect of this weighting can be very important when considering female job skills. For example, if technical expertise is weighted six times more important than

communication or human relation skills, then you can be sure that most women's jobs are going to receive a lower rating.

The most highly marketed job evaluation plans are notorious for undervaluing communication skills in women's work. I suspect that there are probably some people here who might not agree with that statement. When doing an evaluation, it is important to test the process at every level. One of the things to remember is that while everybody thinks that they don't have any bias, they do and they don't even know it.

Recently I attended a meeting with a small group of people and one of the women said, "Yes, but they're only clerical workers and I'm a ..." whatever this person was. In fact, that is gender-bias and certainly the person who made the statement was not in any way a biased individual. She just never thought about it in those terms. So it's very important that you evaluate and re-evaluate constantly what you're thinking and how you are actually valuing these factors.

I have a list of the frequently overlooked job content in female jobs. Approximately thirty items are listed: rapid finger dexterity, scheduling appointments, coordinating meetings, record keeping, file keeping, writing standard letters, reading forms, projecting confidentiality, operating office machines, cleaning up after others, sitting for long periods of time, working in an open space, answering complaints from the public. There are many such items which come under that pleasant and courteous attitude. Women don't write these things down as a general rule. They forget that they do them, or they don't think of them as part of the job. It's important to check on that sort of omission.

Before I conclude, I want to briefly go through the CUPE procedure so you will have some idea of their process. They have produced a general process for the evaluation of jobs. The main duties they

have is program planning, which is divided into things like preliminary scheduling, doing the training seminars, collecting the participants, the terms of reference and the communication structure. Then we have training which is a review of gender neutral job evaluation objectives. Training is vital if the evaluation is to be fair. Then there is the job analysis, the description writing, selection of committee members. We go on from that to the actual job analysis and the job description writing. Then we get down into the job evaluation plan and the validation, where we actually check to see if what we got is what we really want. Then we do the rating, and then the implementation on how that works into the various collective agreements that are in place in different work sites. Then they have maintenance which depends on how it's set up: individually or under the law or by the different collective agreements. I guess it can sound very daunting. I know when I started reading this, I was sort of boggled by it. I probably still am in many ways, but I guess what I'd say to you is that it's not nearly as daunting as it seems. There's plenty of material out there available for anybody to read, and most of it is written in a very, very readable fashion.

I think the people who had the hardest go of this were the people in Manitoba because they were heading off from an American model in Minnesota and probably were breaking a lot of new ground. They had quite a struggle to get everything in place. I hope that by the time we're doing the implementation here, which I guess will be in 1988-89, we won't have quite as much of a struggle as they did.

Gwen Wolfe is currently President of the Nova Scotia Federation of Labour. She has been involved with the labour movement for many years and has served on several national women's committees.

THE PUBLIC SECTOR

GAIL CANN

Good evening. I'd like to thank the Advisory Council on the Status of Women for providing me with an opportunity to speak to you on the issue of pay equity.

My presentation will focus on three areas concerning pay equity in the public sector: why pay equity is needed, benefits to the employer, and how pay equity can be achieved.

First of all, there are many reasons why pay equity is needed. First and foremost is to reduce, and eventually eliminate, the wage gap. The wage gap exists mainly because of discriminatory wage setting practices. In Nova Scotia, the wage gap between men and women is about 38 cents which translates into a woman earning approximately 62 cents for every dollar a man earns. One could ask, well, doesn't equal pay for equal work eliminate the wage gap? It simply doesn't because males and females are not performing the same kinds of jobs. Approximately 90 percent of working women don't perform the same jobs as their male counterparts. Over 70 percent of working women are still in the lowest paid occupations: sales, service, clerical, and health care, and these occupations remain low paying largely because they are dominated by women.

Another reason why pay equity is needed is because women are not paid what they are worth. Women are often paid by the summation of their tasks rather than for their accountabilities and job responsibilities. Further, the economic and social value of jobs that women perform are not recognized or valued as men's jobs are. Men's jobs often include physical labour which is valued much

higher than the physical or mental dexterity required by most women's jobs.

Another reason why pay equity is needed is because the skills and responsibilities required by traditionally female jobs are under rated. Women in Canada are earning two-thirds less than what their male colleagues earn. As mentioned, women are often paid by the tasks rather than the accountability and body of knowledge and expertise that they provide when doing a particular job.

Another extremely important factor necessitating pay equity legislation is the feminization of poverty. Poverty belongs to women. We are less able to afford decent food, clothing, and housing and less able to contribute to pension plans -- less able than our male counterparts because our dollar is not worth as much. So therefore, the feminization of poverty is a real fact and a lifelong state. Our elderly women are poor. Statistics tell us that women live longer than men. But if they've spent a lifetime contributing to a pension plan based on a dollar that's only worth 62 cents, obviously, what they're going to collect when they retire is not going to be as great as what they could collect.

We know that approximately 50 percent of female-headed single-parent families live below the poverty line. Statistics reveal that more than one-half of the married female population is in the work force, and if they quit, the number of families below the poverty line would increase by 60 percent.

Wage gaps and inequality still exist in spite of the Canadian Human Rights Act which has contained equal pay for work of equal value legislation since 1978 for crown corporations, federal public service and private sector industries under federal jurisdiction. The Act covers about 12 percent of the work force in Canada, and yet has only settled 21 equal value cases since

1979. The pay increases resulting from these settlements have totalled more than $23 million, but the wage gap in the federal public service has decreased by less than 1 percent. And also in using the Canadian Human Rights Act to resolve equal pay for work of equal value complaints, individual complaints can take anywhere from 4-8 years to be settled through this particular mechanism.

The cost of wage inequities for women will continue in the feminization of poverty. The feminization of poverty is a burden which all of us as tax payers will continue to bear. By not paying women decent wages, employers and governments are forced to spend tax dollars on social programs to supplement the elderly, single parents and day care to name but a few and all because women are not receiving a just wage for the work that they do.

Another reason why pay equity is absolutely essential is because there is an overwhelming demand in the labour market for clerical, sales and service jobs, and men are not likely to move into these jobs as long as they continue to be low paying. Affirmative action programs over the last 12 years have been absolutely ineffective at closing the wage gap or eliminating the job ghettos where women are segregated.

Approximately 38 percent of the total unionized work force in the province of Nova Scotia is female, and although unions can be effective in reducing the wage gap to a certain degree, even in unionized work places women's wages are still lower than the wages of men working in the same establishment. The fact remains that the kinds of work that women do have been undervalued compared to the kinds of work traditionally performed by men. In Ontario, in 17 years, the wage gap has decreased by only 4 percent.

Women have been subsidizing the economy for a long period of time. Even in instances where women do "women's work" that requires more

education, more training and more responsibility than work done by men, their work is still undervalued and underpaid.

According to statistics from Ontario in 1982, the differential in wages between women and men has gone from 53 percent in 1911 to 64 percent in 1982. And what this basically means is the closing of the differential by 11 percent in 71 years. At that rate, it will take working women approximately 280 years to reach parity with working men. To go back to Ontario for a moment, there are approximately 2 million working women in that province. Twenty-two percent of all working women in Ontario are in unions and of that 22 percent, 80 percent of them are within unions that represent the public sector. One could conclude that the standard that is set for the public sector will set the standard for the private sector as well.

There are many examples in the public sector where educational qualifications are similar, yet because jobs fall within predominantly female- or male-dominated groups, the pay scales are very different. For example, dieticians and foresters both require university degrees, yet dieticians, predominately female, receive two pay grades less than foresters. It seems that we value our mineral resources more than our human resources. Another example in our professional component: foresters, biologists and engineers all make substantially more than social workers, yet all require the same educational qualifications.

In summary, the majority of women are working in jobs which are historically undervalued and underpaid. Countless examples of wage inequities illustrate the need for equal pay for work of equal value legislation. Women need to be paid fairly for their contribution to our economy and for the level of care and services that their work provides to our society A strong pay equity policy is needed because our work force is sex stratified and this stratification has artificially depressed the wages paid to women

and men engaged in historically female work relative to what the wages would have been had the work been performed by men.

Women are segregated generally into low paying female-dominated ghettos. Over 50 percent of women workers are employed in only 20 of 500 occupations, mainly clerical, sales and services, whereas men's jobs are more evenly distributed and subsequently more highly paid. Equal pay legislation will address this situation and direct employers to ensure that wages are set on the basis of the value of the work done and not on the sex of the individual doing the job.

The next question that I have been asked to address is what are the benefits to the employer? I have done a lot of thinking about this and having been asked to address this particular topic, I will, however not without making the point that the benefits to the employer in my mind are only secondary to the benefits of paying women what they deserve for performing a particular job. I think that the self-worth that an individual feels when justly rewarded for the work performed is of paramount importance compared to the benefits that an employer will receive. It's not a matter of doing this for women so that they can in fact turn around and do a better job for their employer; it's a matter of paying workers equitably and fairly so that they can feel a sense of accomplishment and pride for the efforts that they have expended. And which they are, in fact, expending now without just compensation.

The literature, however, has documented some benefits to the employer. From the Green Paper on Pay Equity published in 1985 by the Women's Directorate of the Ontario Ministry of the Attorney General, some of the benefits that have been identified are as follows: pay equity could result in social and economic benefits. Basically, the higher wages resulting from pay equity adjustments could bring about increased productivity by the affected workers

because they feel more fairly treated. It is assumed that this increased productivity could offset at least some of the cost increase otherwise associated with higher wages.

Higher wages due to pay equity legislation could also result in a lower turnover of female employees and therefore lower recruitment and training costs. We all know that employers incur a number of semi-fixed costs with respect to recruiting, hiring, training and the ultimate termination of employment. If there was a lower turnover of employees, those costs could be spread out over a longer period of time.

Job satisfaction and higher morale among female workers could also be identified as other benefits resulting from enacting pay equity. When women feel that they are being paid equitably compared to those doing similar work in male-dominated jobs, then they are likely to be more satisfied in their own jobs. Higher moral and job satisfaction among workers leads to a better quality product, whether that product be a mineral resource or a measurable material kind of product or in development of human resources.

Now onto the last portion of my presentation. How can pay equity be achieved? It is my opinion that pay equity can only be achieved through a legislative frame work. The Human Rights Act, affirmative action programs and collective bargaining in isolation have not been successful in achieving pay equity. By implementing legislation, employers will be required to compensate on the value of the work performed regardless of the gender of the individual performing it. Women will finally gain the compensation that they have been denied for decades.

There are several key elements that should be included in the legislation. First and foremost, the law should provide for a strong collective bargaining role. Where unions exist, the

employer must be required to negotiate the pay equity program with the union. Pay equity programs should be established by all employers and negotiated in all work places that are unionized. The legislation should take the form of an integrated model. An integrated model combining a pro-active approach would direct employers, unions and government to take positive measures to ensure that pay equity is achieved. As well, an integrated approach means that there is a complaint mechanism for individuals, unions, and third parties. Other important components to the legislation include the right to information. If employers and employees are going to negotiate a pay equity plan, then it's absolutely essential to make available to the employees information such as pay scales, pay grades, statistics on who's in what job and where. Also needed is the right to participate. We've talked in terms of unions, but where unions don't exist, then obviously employees must have, and legislation has to provide for, the right to participate for all employees. There has to be the right to complain and the right to protection from reprisal, as well as the right to seek enforcement. These are all very critical aspects of legislation.

Employers should not be granted a voluntary compliance period. The legislation should specify when pay equity is to be achieved and pay equity legislation should be enforceable from the proclaimed date. The law should provide a clear mandate for collective bargaining with worker, union and employer participation and should allow for cross bargaining units and union and non-union comparisons. This is important because if you have a situation in which there is only one of a particular type of job existing within a union and the only job that it can be compared to is a male-dominated job outside of the union, then there needs to be some kind of a framework within the legislation to allow for that comparison. There should be a separate pay equity fund set aside with a specified percentage of payroll, designated by each employer to be paid each year for pay equity

adjustments. The law should also include mandatory time units for employers to achieve full pay equity, and a separate pay equity agency should be established to monitor compliance and to enforce the act. This agency should have the power to monitor implementation, to initiate pay equity investigations and complaints, and to prosecute violators who are not complying with the specified legislation. Legislation should also provide for something called contract compliance, and that just basically means that if an employer contracts, leases, or sells goods, materials, or service, it has to demonstrate compliance with equal pay for work of equal value or pay equity programs as established by the legislation. Red circling, wage reduction, and down grading of existing classifications should be prohibited as a method of compliance with pay equity legislation. The legislation should state that there shall be no loss of wages. In determining male and female predominance for the purposes of comparison for adjustments, historical patterns should be taken into account as we obviously don't want a situation in which an employer would, in order to avoid having to make pay equity adjustments, move employees of the opposite sex into a specified job long enough to alter the statistics of that job being determined as a female or male predominant job. So we're talking about the legislation taking into account the historical patterns of employment for a particular job. The law should also prevent the employer from contracting out as a method of avoiding pay equity adjustments. For example, if an employer has female cooks and male bakers, and a pay equity adjustment is needed to bring up the wages of the cooks to the predominantly male bakers, the employer wouldn't be able to contract out meal preparation to another agency as a method of avoiding pay equity adjustments.

No single job evaluation system can be imposed on everyone. It is important that the legislation provide flexibility in allowing for a variety of pay equity programs. Alternatives, for example, include integrating pay lines between predominantly male and

female classifications. This approach allows the parties to determine base wage rates, mid-point wage rates and high end wage rates for predominantly male and female classifications and a formula for adjustments would then raise these wage rates in predominantly female classifications.

Another working model that is an alternative to job evaluation is called "equalizing base rates". An increase in minimum wage rates, a program of comprehensive or partial evaluation, cooperative wage studies, and across-the-board wage settlements are approaches that can be used in isolation or in combination with each other to work towards achieving pay equity. Whether these approaches could be used successfully would depend upon the work place and the size of the wage gap. Maximum flexibility, if I might go back to that, must be built into the negotiated programs with firm deadlines and time tables for negotiations and full implementation.

In the announcement made by Premier Buchanan for the Province of Nova Scotia, his statement was "that through a job evaluation study of male and female dominated job classes, differentials in pay will be identified for positions of equal value, and these differentials will be corrected". Once again it should be repeated that job evaluation systems should not be the only means identified to achieve pay equity.

In summary, elimination of the wage gap is crucial. Pay equity must be implemented, you don't need a microscope to find an elephant, and the wage gap in our society is something tantamount to an elephant and can no longer be tolerated. We've come into the 1980's with the knowledge that is unacceptable to discriminate in any form. It is a prime indicator of the extent to which discrimination against women is so ingrained in our society when opponents of equal value legislation can so freely discuss whether we can afford to pay women fairly or not. Pay equity legislation

is not the total answer to ending discrimination against women, however, it is part of a large strategy to give women economic equality and social justice.

Good pay equity legislation is the first step toward moving many working women above the poverty line for the first time in their lives. It will also ensure better pensions for women as they grow older and provide a more decent standard of living for them and their small children. The road to pay equity will have difficulties, and it will cost money. But wage discrimination faced by women cannot be allowed to continue. It all boils down to a matter of what is fair.

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THE PRIVATE SECTOR

JAMES BLEMETT

Good evening, ladies and gentlemen. This as I see it is the current situation with pay equity legislation in Canada.

OVERHEAD 1
CURRENT PAY EQUITY LEGISLATION

Jurisdiction	Statute	Application	Enforcement
Federal Govt.	Canadian Human Rights Act Section II	Federally regulated employers including Government depts., agencies, railways & telecommunications	Complaint
Quebec	Charter of Human Rights and Freedoms	All public and private sector employers	Complaint
Manitoba	Pay Equity Act	All crown organizations and major health care facilities	Proactive
Ontario	Pay Equity Act	All public sector and private sector with more than 10 employees	Proactive

Gail Cann referred earlier to the Canadian Human Rights Act which mandates pay equity in the federal public service and with other employers regulated under the Act. The mechanism under the Act is stimulated by complaints. There have been complaints, and some of the settlements have been very large. One of the most notable was the case of the federal librarians who were judged against their

colleagues who did research work for the federal government. The librarians were found to have an equivalent job, and several million dollars were spent to set that right.

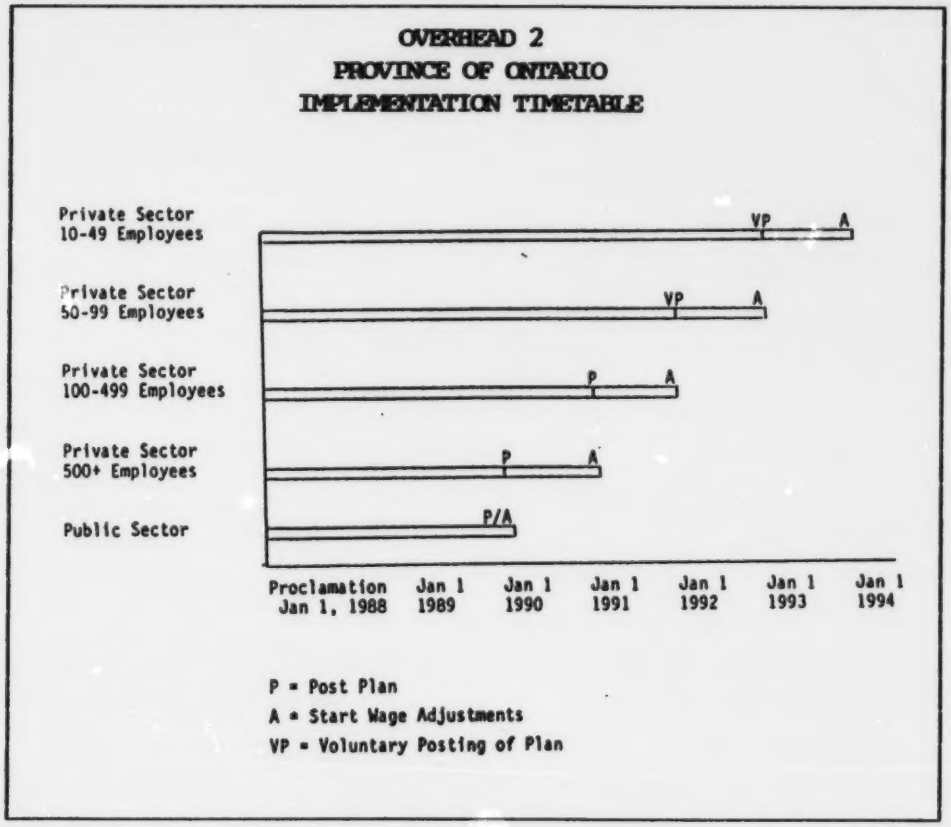
Quebec has a Charter of Human Rights and Freedoms and, similar to the Canadian Human Rights Act, it is only triggered by complaints. The Manitoba Pay Equity Act only applies to government agencies and is probably, I suspect, the model to which the legislation in Nova Scotia will be very closely compared.

The Ontario legislation is the most recent, coming into effect on January 1 this year. It is the only legislation which is mandatory for the private sector. It applies to all private sector organizations in Ontario having ten or more employees. I would like to take you through some of the features of that legislation and use it as a comparison to potential legislation in Nova Scotia.

Following is the implementation timetable (Overhead 2) which is in effect in Ontario. The code "P" is the posting of a plan, i.e. a pay equity plan. "A" is starting of wage adjustments, and "VP" is voluntary posting. You will note that in the public sector of Ontario the plan has to be posted and wage adjustments started by January 1, 1990. And then it is staggered through the private sector by size of organization with companies of 500 or more employees having to post the plan by January 1, 1990, but having another year to actually implement wage adjustments.

I would assume that any legislation that is going to be put in place in Nova Scotia affecting the private sector would require that kind of staged implementation for many reasons, some of which I'll go into a little later on. The stated purpose of Bill 154, the Ontario Pay Equity Act, is to provide equal pay for work of equal value for employees in female dominant job classes. Some of the weaknesses that will be pointed out for the legislation are

really based on that goal, since it does not attempt to strive for pay equity in the whole market place, but only in female dominated classes. So females working in non-female dominated classes will not receive the same treatment.



Overhead 3 is a generic list of a process that we have boiled out of the legislation in Manitoba and Ontario. The first thing that has to be done is decide on a job evaluation tool. I agree with the previous speaker that job evaluation is not the only answer and not the only tool that needs to be applied in the pay equity process, but it is certainly one and probably the most significant tool that's going to be used. Then you have to consider which female and male dominated classes are going to be compared. Once you've decided that, you have to compare them, and then assess what wage gap is justifiable.

OVERHEAD 3
THE PAY EQUITY PROCESS

- selection of a gender neutral job evaluation tool
- identification of female and male job classes to be compared
- comparison of gender dominant jobs on the basis of the four essential factors
- assessment of the size of the unjustifiable difference in wages (and benefits)
- establishment of a schedule of wage adjustments
- posting of an "agreed to" pay equity plan outlining the above

There are people who say, contrary to the previous speaker, that the wage gap is not based on discrimination but rather upon natural market forces and generally lower levels of education among the female population. So when you debate the issue, you will find another side of the story. I've summarized the most commonly found objections to the pay equity process. Then having assessed what's justifiable in terms of a wage gap, you establish a methodology and a schedule to remove the gap, similar to the one that I showed you above. Then you have to post the system that you've agreed to, outlining all of the above points.

Pay equity legislation is based on equal pay for work of equal value or as the Americans call it "comparable worth". There are basically four criteria that have to be met for a job evaluation method to be effective.

OVERHEAD 4

EQUAL VALUE/COMPARABLE WORTH

The relative size or worth of jobs is to be determined through the application of a job evaluation method which:

- **measures skill, effort, responsibility, and working conditions**
- **is applicable to all jobs**
- **is gender neutral**
- **is applied consistently to all jobs**

These are the important words: skill, effort, responsibility and working conditions. The evaluation system has to be applicable to all jobs, it has to be gender neutral, and it has to be applied consistently to all jobs in the organization. There are a number of jobs evaluation systems commonly used in Canada that measure those four criteria, and obviously, it's no secret that the Hay System is one of those, but we make no claim that our system is the only one. I thought you might be interested in seeing some of the factors that are measured in typical job evaluation systems meeting the criteria.

Overhead 5 illustrates the four major categories: skill, effort, responsibility and working conditions, and then sub categories. Skill is subdivided into intellectual and physical skill, effort considers both intellectual effort and physical effort, responsibility involves the various types of accountability in different positions, and working conditions talks about a much broader band of physical and environmental factors than are normally and traditionally found in evaluations of working conditions. In our business, we talk about the old fashioned working conditions evaluations as measuring the "grunt and groan"

OVERHEAD 5

CANADIAN HUMAN RIGHTS ACT AND EQUAL PAY GUIDELINES		HAY GUIDE CHART-PROFILE METHOD OF POSITION EVALUATION	
Core factor	**Sub factor**	**Sub factor**	**Core Factor**
Skill	Intellectual skill	Knowledge and skill, however acquired, associated with practical procedures, specialized techniques and scientific disciplines	Know-How
		Conceptual or actual management knowledge and skill	
		Human relations skill	
	Physical skill	Physical skill associated with practical procedures and specialized techniques	
Effort	Intellectual effort	The independence, complexity, and novelty of the thinking required in the job	Problem Solving
	Physical effort	Intensity, frequency, and duration of physical effort or activity producing physical stress or fatigue	Working Conditions
Responsibility	Accountability for machines, finances, and other resources	Size of the organizational unit or function which the job affects as indicated by the resources (human or otherwise) involved	Accountability
	Accountability for work of other employees	The role of the job in bringing out the objectives of an organizational unit or function, including accountability for the work of others	
	Reliance on employees to perform the work	Nature of the organizational unit or function requiring management knowledge and skill	Know-How
Working Conditions	Noise, heat, cold physical danger, conditions hazardous to health, other conditions produced by the physical work environment	Intensity, frequency, and duration of unavoidable conditions in physical environment (environmental factors include for example: fumes, temperature, noise, vibration, dirt, dust, and unavoidable exposure to hazardous substances, equipment, and/or situations)	Working Conditions
	Isolation, mental stress, other conditions produced by psychological work environment	Intensity, frequency, and duration of sensory attention required during the work process	
		Intensity, frequency, and duration of exposure to factors inherent in the work process or environment, e.g. isolation, which increase the risk of such conditions as tension or anxiety	

factor, because they measured how much physical exertion was involved and under which nasty conditions, and made no reference or consideration to the kind of physical strain involved in sitting at a desk for long hours typing in a fixed position, and various other kinds of stress and strain which were obviously there but were never traditionally measured.

OVERHEAD 6
ROLES/RESPONSIBILITIES

The Employer:

- compare gender-dominant job classes
- develop and implement pay equity plans
- establish and maintain pay equity

Employees/Employee Representatives:

- the right to "object" to proposed plans/methods of implementation

Under the Ontario legislation, the roles and responsiblities of employers and employees are broken down. The employer has to compare the gender dominant classes, develop and implement the pay equity plans that are approved, and establish and maintain pay equity. The latter is the most difficult aspect of the whole exercise. The maintenance of pay equity after the legislation is not something that has been clearly achieved in either the Ontario or Manitoba legislation in my view. Finally, the employees and/or the employees' representatives have the right to object to proposed plans and methods of implementation.

I mentioned earlier that there are a series of wage comparisons that are done. In the Ontario legislation, comparisons are made with other groups within an employer's organization. In my opinion, that does not call for comparison with other external

organizations so that an organization is tested for pay equity on the basis of internal equity within its own organization. An outside comparison would only be done if there were no comparable groups internally. For organizations that have plants or offices in various locations, they must establish that they have pay equity among those locations.

[Pages 46-47 are reprints of overheads used during Mr. Blewett's presentation.]

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OVERHEAD 7
COMPENSATION

- the wage gap is defined in terms of both wages and benefits
- 1% of annual salary budget is to be allocated to catch-up wage increases
- wage comparisons are based on job rate = maximum of the salary range
- the value of benefits must be taken into consideration

OVERHEAD 8

WAGE ADJUSTMENTS

- To the maximum of the salary range of either
  - the lowest paid male group at the same point level, or
  - the highest paid male group at lower point level
- Employers have some discretion regarding the application of adjustments

OVERHEAD 9

ROLE OF COLLECTIVE BARGAINING

Employer and bargaining unit can negotiate:

- definition of establishment
- job class
- gender dominance

OVERHEAD 10

ROLE OF COLLECTIVE BARGAINING

Employer and bargaining unit must negotiate prior to mandatory posting date the pay equity plan including:

- the method of evaluation
- groups to be compared
- rate of wage adjustments

OVERHEAD 11

COMMON OBJECTIONS TO PAY EQUITY

- increased costs for employers
- reduced numbers of employees (both male and female)
- limits flexibility for multi-plant companies
- wage gap is not sex based
- another bureaucracy

OVERHEAD 12

EMPLOYERS CONCERNED WITH IMPLEMENTING PAY EQUITY SHOULD:

- select a recognized system of job evaluation that determines the skill, effort and responsibility required to do each job and the working conditions under which each is performed;
- ensure that all four factors are bias-free and applied consistently;
- evaluate all jobs, or at a minimum, only a representative samples of jobs, within their organization using accurate and up-to-date job descriptions;
- ensure that a salary administration system is implemented based on the results of the evaluation;
- correct any existing salary inequities to ensure that all employees are paid fairly and equitably.

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N.B. The above publications are held in the Resource Centre, Nova Scotia Advisory Council on the Status of Women, Suite 207, Purdy's Wharf, 1959 Upper Water Street, Halifax.